# INTRODUCTION

# I. INTRODUCTION

#### A. THE PURPOSE OF THE COMMUNITY PLAN

The Dry Creek-West Placer Community Plan is the official statement of the County of Placer setting forth goals, policies, and implementation proposals that will guide the development of the area to at least the year 2000. As a policy document, the Plan is consistent with other policies of the county as these are expressed in the Placer County General Plan and its various elements. The Community Plan is intended to speak more specifically to the Plan area than is possible in a County-wide plan.

The Plan will be effectively utilized to provide overall direction to the various decision-making processes involved with land development activities. This should include both public and private decisions which are made and which affect the future of the Dry Creek Plan area. The Plan forms a broad framework for mutual understanding among citizens, public agencies, county staff, the Board of Supervisors and its many advisory groups. The magnitude of the investment which both public and private groups will make in the area, in the years to come, mandates that a Plan with a clear set of goals and policies be adopted.

The Community Plan is also designed to meet specific requirements of the California Planning and Zoning Law (ref. Section 65000 et seq. Government Code). The following elements are included either by reference or actual inclusion herein: Land Use, Circulation, Housing, Conservation, Open Space, Noise and Safety. As with other Placer County Community Plans, a number of optional elements are also included due to their importance to the long term development of the Dry Creek-West Placer area. These include recreation, public services, community design.

As a part of the overall Placer County General Plan, this Community Plan must be viewed in the context of all of the other Community Plans (20+/-) as well as all applicable elements of the Placer County General Plan.

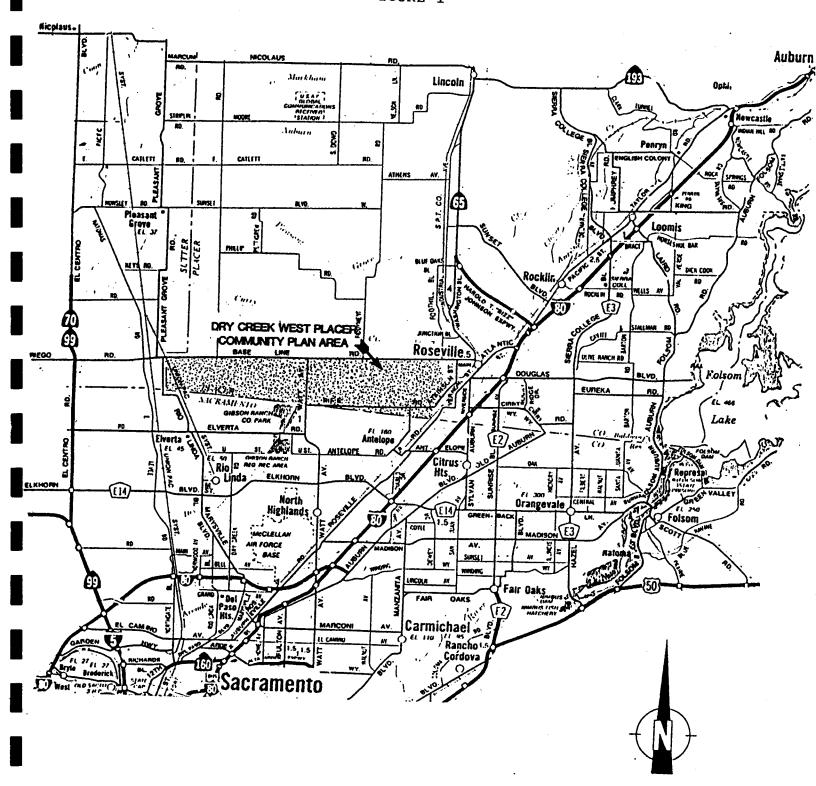
#### B. THE PLAN AREA

The area covered by the Dry Creek-West Placer Community Plan encompasses approximately 9200 acres in the southwest corner of Placer County, California. It is bounded by Baseline Road on the north, Sutter County to the west, Sacramento County to the south and the City of Roseville to the east. (See Figure 1 on Page 3.)

The most dominant natural feature in the Plan area is Dry Creek and its associated woodlands and riparian habitats. For many years the primary land use in the area has been agriculture; with rice lands, vineyards, orchards, grazing land, and areas devoted to field crops still existing. In some areas the land has lain fallow for several years.

Approximately 1900 people currently live in the Plan area, most of them on rural-residential, 1-2 acre or larger lots. The largest residential development in the area is the Sabre City Mobilehome Park, which contains approximately 200 mobilehomes on individually owned lots. A growing industrial area exists near Antelope, P.F.E. and Atkinson Roads, and commercial uses are nearly absent from the area.

Surrounding the Plan area, land uses vary. Agricultural uses or open space exist to the west in Sutter County and the unincorporated area of Placer County north of Baseline Road. Roseville, to the east, the enormous Southern Pacific Railroad vard dominates the area with residential uses and the City of Roseville Wastewater Treatment Plant lying between the Plan area and Atkinson Road. Also to the northeast of the Plan area, in the City of Roseville, development of commercial and residential projects is rapidly occurring. (The City of Roseville experienced a 10% +/- annual growth rate in 1988-89.) south, in unincorporated Sacramento County, the communities Antelope, Rio Linda, and Elverta exist. The Antelope area has grown very rapidly over the last 4 years, and development of projects with 5-7 dwelling units per acre now is taking place on the Placer-Sacramento County line.



# VICINITY MAP

DRY CREEK WEST PLACER COMMUNITY PLAN AREA

#### C. THE REGIONAL SETTING OR CONTEXT

As a part of the Sacramento Region, the Dry Creek-West Placer area is part of one of the faster growing regions in the United States. "The City of Sacramento is one of what Newsweek magazine calls the ten 'Hot Cities' - America's best places to live and work. California's capital is fast becoming one of the state's major metropolitan areas, with a significant role in the continued economic growth of the State". 1

"Fueled by the need of Silicon Valley industries to expand manufacturing into lower cost areas, the limits to growth in the San Francisco Bay Area, and the investor interest in new developments on the West Coast, the Sacramento region's growth is expected to continue for the foreseeable future, despite wide-spread concern over the inevitable problems that accompany growth." 1

"The economy of the Sacramento region has been expanding rapidly in recent years. Nearly 170,000 new jobs were created in the region during the past 11 years. During the next 7 years (1987 to 1995) it is projected that an additional 134,000 jobs will be added to the economy. This growth will be led primarily by the trade and service sectors."

"The projections of the California Department of Finance indicate that the population of the Sacramento region will grow faster than the San Francisco Bay Area in percentage terms. In absolute terms, Sacramento will be the fastest growing county in either region during the period from 1988 to the year 2020. This growth is emanating outward from the Bay Area along the I-80 corridor, the highway that links these two metropolitan areas."

<sup>1.</sup> South Sutter County Land Use Development Study, page ii-iv, May 1989

"In the past, the Sacramento region has grown towards the foothills to the east, along the I-80 and Highway 50 corridors, extending into Placer and El Dorado counties. As these areas to the east have become intensively developed with attendant traffic problems and congestion, greater interest is being shown in areas closer to Sacramento's Central Business District (CBD)."1

Roseville is among the 5 major growth areas that are developing in the region, and the Dry Creek area's location, between the Sunset Industrial area and Sacramento places it squarely in the path of this regional growth.

"The quality of life in the region is considered outstanding. Open Space is plentiful and there is easy access to the Sierra Nevada mountains, the San Francisco Bay Area, and the Pacific Ocean. A major asset in the area is affordable housing. Traffic congestion (and related air quality problems) has not yet reached the levels of other major metropolitan areas in California. Nevertheless, traffic, to and through as well as within the region, must be managed properly to avoid serious problems in the future."

#### D. THE PLANNING PROCESS

Placer County adopted a County-wide General Plan in 1967. This Plan met all of the legal requirements in place at the time and is still the applicable Plan for the Dry Creek-West Placer area. Since 1967 a number of additional General Plan elements have been adopted by the County which continue to guide develop-

<sup>1.</sup> South Sutter County Land Use Development Study, page ii-iv, May 1989

ment in the Plan area. Shortly after adopting the Placer County General Plan, it was recognized that due to Placer County's geographical diversity, localized Community Plans could be effectively used to address the individual needs of the many communities and areas which make up Placer County. Subsequently the County has prepared approximately 20 General or Community Plans for various sub-regions of the County. The Dry Creek-West Placer Community Plan is the latest of these.

The need for an updated Plan for the Dry Creek-West Placer area was recognized by the County as a result of many separate actions over a period of several years. The increasingly rapid development of the Antelope area of Sacramento County, starting in 1985, has resulted in a great deal of attention being focused on the Dry Creek-West Placer area. Prior to that, the change in the City of Roseville's "Sphere of Influence" area, was an indication that the portion of the Plan area east of Crowder Road was going to be the County's responsibility for the long-term. And finally, the development occurring in the Northwest Roseville Specific Plan area and the construction of Foothills Blvd. have combined to create pressure on the County to reconsider the desirable long-term land uses for the area. No one of these or the other factors affecting the area led to the decision by the Board of Supervisors to prepare and consider a Community Plan, but rather the cumulative effect of many actions has led to the decision.

In 1987, the Board directed the Planning Division to add to its future work program, the preparation of a Plan for this area. The Plan was funded in 1988 and the process has continued since then.

The preparation of the first draft of this Plan was preceded by a long period of data collection which included numerous contacts with residents and land owners in the area, officials from surrounding jurisdictions, school districts, water companies, sewer service agencies, other utilities, other County departments and agencies, and the West Placer Citizens' Committee. In addition, both workshops and field trips were held with the Placer County Planning Commission in order to allow for some initial input from this advisory group.

The information obtained during the initial period of planning activity has resulted in the identification of issues and/or concerns which must be addressed as a part of this comprehensive plan. These concerns can be summarized into the following twelve identified issues:

- a) Perceived/actual pressures for development from activity in Roseville, Sacramento County, Sutter County.
- b) Public services needed in area (i.e., sewer, water, roads, police, fire, schools, parks, general county services and costs).
- c) Ground and surface water quality and quantity.
- d) Circulation system improvements (esp. Hwy. 102, Cook Riolo Road, Baseline Road, Don Julio Blvd. extension).
- e) Retention of the rural environment.
- f) Urban encroachment into agricultural areas.
- g) Flooding hazards
- h) Dry Creek/riparian area preservation.
- i) Wildlife preservation
- j) Air quality
- k) Roseville, City Sphere of Influence boundaries.
- 1) Trail connections to Sacramento and Roseville.

Certainly many other concerns were raised, however these twelve seem to be of the greatest interest. All of these issues as well as others are dealt with, in some detail, in the Dry Creek-West Placer Community Plan.

Of particular concern to the County is the need for providing adequate public services to the existing and future residents of an area. In light of this, the County elected to identify the public service or infrastructure needs or deficiencies in the area at an early stage in the process. In 1988, the County contracted with PSOMAS and Associates of Sacramento to determine the availability of certain public facilities/services and their

costs. The services addressed in that initial study were sewer, water, fire, police and drainage. It was recognized that the provision of these public services, as well as others, would play a major role in the future pattern of development. The report thus generated has contributed a great deal of information for this Community Plan. However, the infrastructure and recommendations contained therein are not necessarily the same as those proposed in this final plan and should not be used as such.

### E. THE PLAN ASSUMPTIONS

Assumptions, along with goals and policies, provide the basic foundation for a plan. They give direction to the consideration of amendments and provide a basis for the preliminary planning studies and inventories. The assumptions made for the Dry Creek-West Placer Community Plan contain statements of apparent facts and observations of trends currently extant in the Plan area. Following are several assumptions upon which the Community Plan is based:

- 1. Perceived/actual development pressures in the area have been increasing due to rapid urban development of the Antelope area of Sacramento County and within the City of Roseville.
- 2. Urban encroachment, rising land costs, and an uncertain farm economy will continue to push land out of agricultural production unless suitable actions are taken to reverse the trend.
- 3. Agricultural lands are disappearing at an alarming rate in California. The Plan area has soil classified by the State Department of Conservation, Division of Land Resource Protection, as: Prime, Farmland of Statewide Importance, Unique Farmlands, Farmlands of Local Importance and Grazing Lands. The productivity of the land is mainly limited by the availability of "reasonable surface water" for irrigation.
- 4. The demand for all public services will continue to grow, especially in more densely developed areas.

- 5. The soils in the Plan area are not suitable, in many cases, for septic systems and approval of more housing will be dependent on public sewer systems; however, the provision of sewer service is not to encourage densities unsuitable for the Plan area.
- 6. The water table has been dropping at a rate of 1-1/2 2 feet per year with as much as 4-5 feet being reported by some residents in the area. The construction of additional homes therefore must come with surface water facilities to reduce the impact on this current overdraft problem. The wells currently in the area, and not on lands which will have surface water available, must have enough open space/recharge area to allow for recharge of the aquifer.
- 7. The primary means of transportation will continue to be the automobile. Efforts will be made to encourage commuters to use public transit.
- 8. Demand for recreation trails will continue to grow at a rate higher than the area's population increase due to the development bordering the Plan area.
- 9. Dry Creek peak flows have caused flooding in the past and the increased development upstream has increased these flows. Growth upstream and in the Antelope and Northwest Roseville areas will continue to impact the creek greatly.
- 10. The prevailing demand will continue to be for single family homes.
- 11. Residents of the Dry Creek-West Placer Plan area have located there because of the rural environment and attractive tranquil atmosphere, and the demand for living space within a rural environment will continue.
- 12. The existing regional employment centers will continue to grow at a moderate to rapid pace. They will remain at approximately the same locations.

#### F. RELATIONSHIP TO COUNTY LAND DEVELOPMENT POLICIES

In early 1988, the Placer County Board of Supervisors directed staff to prepare a set of "Land Development Policies." The intent was to compile a set of policies which would provide direction to the public, to cities, and to the county for addressing development proposals inside and outside of the Sphere of Influence boundaries, and to speak to policies affecting annexations and incorporations. The <u>draft</u> policies (1/25/89), although not adopted by the Board of Supervisors, provide some direction which has been considered in the Dry Creek-West Placer Plan.

The draft policies which appear to be applicable to this Plan area, include the following:

- "A.6. General Policy Unless identified in adopted Area General Plans, the county will discourage single family residential urbanization outside of the adopted city sphere of influence"
- "B.1 Sphere of Influence Policies From the county's perspective, the sphere of influence boundary defines the major growth areas within which urban (greater than 2.5 dwelling units per gross acre) residential development may take place, if so identified in City General and Community or Area Plans."
- "C. Outside of Sphere Policies:
  - Some areas of the unincorporated territory of the county outside of sphere areas will be recognized and preserved for encouraging agricultural, forestry, excavation of minerals, and recreation; and for protecting other special uses such as wildlife habitat and natural drainageways.

- Outside of sphere of influence territories, the county will discourage the development of new large major (greater than 200 units) urban (greater than 2.5 dwelling units per gross acre) single family residential areas.
- 3. The County will consider new suburban (0.4 to 2.5 dwelling units per acre) residential development if identified in adopted Area General Plans and if infrastructure is made available.
- 4. The county will encourage an appropriate amount of commercial, industrial, and multi-family development to balance the community fiscal needs."

# "Policy Actions:

3. The environmental review of all major project proposals in the unincorporated territory shall include a fiscal impact analysis."

The development of the Community Plan has considered these policies and, at least in part, been guided by the direction provided therein.

## G. GENERAL COMMUNITY GOALS AND POLICIES

The Goals and Policies included in the following list include broad statements and should be considered basic to the entire Plan. More specific goals and policies, related to specific sections of the Plan, are found under the appropriate headings throughout the Plan text.

# GENERAL COMMUNITY GOALS

1. TO ENSURE A BALANCED ENVIRONMENT WHERE PHYSICAL DEVELOPMENT CAN OCCUR WITH MINIMAL ADVERSE EFFECT ON THE NATURAL RESOURCES OF THE AREA.

- 2. TO ENCOURAGE LAND USES THAT ARE COMPATIBLE WITH THOSE USES EXISTING AND PLANNED BY ADJOINING JURISDICTIONS.
- 3. TO MANAGE LAND AS A RESOURCE, NOT AS A COMMODITY, IN ORDER THAT ITS FUTURE USE IS BENEFICIAL TO THE COMMUNITY.
- 4. TO PROVIDE FOR VALUABLE OPEN SPACE ON BOTH A LOCAL AND REGIONAL SCALE IN CONTRAST TO THE URBAN LANDSCAPE OF THE NEARBY SACRAMENTO METROPOLITAN AREA.
- 5. TO PROVIDE SOUND AND ADEQUATE HOUSING FOR ALL RESIDENTS.
- 6. TO LOCATE URBAN AND SUBURBAN DEVELOPMENT IN AREAS WHERE URBAN SERVICES, INCLUDING SCHOOL FACILITIES; COMMERCIAL FACILITIES; AND TRANSPORTATION FACILITIES ARE READILY AVAILABLE OR CAN BE MADE AVAILABLE IN A TIMELY FASHION AND AT A LEVEL NECESSARY TO MEET THE ANTICIPATED RATE OF GROWTH.
- 7. TO PROVIDE FOR THE DEVELOPMENT OF INDUSTRIAL AREAS WHERE SUITABLE LAND AND SERVICES EXIST AND WHERE A MINIMUM OF CONFLICTS WITH ADJACENT LAND USES ARE FOUND.
- 8. TO ENCOURAGE CONTINUED AND INCREASED AGRICULTURAL ACTIVITIES ON LANDS CONDUCIVE TO AGRICULTURAL USES.
- 9. TO ENCOURAGE COMMERCIAL, INDUSTRIAL, AND RESIDENTIAL DEVELOPMENT WHICH IS ENERGY EFFICIENT TO CONSTRUCT AND MAINTAIN, AND WHICH CONSUMES A MINIMUM AMOUNT OF PUBLIC AND NATURAL RESOURCES.
- 10. TO PROTECT AND ENHANCE THE CHARACTER OF THE DRY CREEK-WEST PLACER COMMUNITY PLAN AREA IN A WAY THAT IS COMPATIBLE WITH THE PHYSICAL AND NATURAL CONSTRAINTS AND FEATURES PRESENT IN THE COMMUNITY.
- 11. TO PROVIDE CIVIC, CULTURAL, RECREATIONAL, AND EDUCATIONAL FACILITIES AND ACTIVITIES NEEDED BY THE COMMUNITY WHICH ENCOURAGE INTERACTION OF THE RESIDENTS IN THE PURSUIT OF COMMON INTERESTS AND WHICH PROVIDES A STRONG SENSE OF COMMUNITY IDENTITY (I.E., 4-H, FFA, HORSEBACK ACTIVITIES, NATURE TRAILS, SCHOOL ORIENTED SCIENCE PROJECTS, ETC.).
- 12. TO PROVIDE A SAFE, DIVERSE AND EFFICIENT TRANSPORTATION/CIRCULATION SYSTEM TO SERVE THE NEEDS OF RESIDENTS OF THE PLAN AREA AND OTHERS WHO USE THE SYSTEM.

- 13. TO ENSURE THAT CARE IS TAKEN IN THE DEVELOPMENT AND USE OF LAND IN THE PLAN AREA TO PROTECT THE COMMUNITY AND DOWNSTREAM COMMUNITIES AGAINST EXCESSIVE STORM-WATER RUN-OFF, FLOODING, AIR AND WATER POLLUTION, EROSION, FIRE AND OTHER NATURAL HAZARDS.
- 14. TO ENSURE THAT THE RATE OF DEVELOPMENT SHALL NOT EXCEED THE CAPACITY OF THE COUNTY, COMMUNITY, SPECIAL DISTRICTS AND UTILITY COMPANIES TO PROVIDE ALL NEEDED SERVICES AND FACILITIES IN A TIMELY, ORDERLY AND ECONOMIC MANNER.
- 15. TO SUBJECT ALL NEW DEVELOPMENT, WITH POTENTIAL FOR FISCAL OR FUNCTIONAL IMPACTS ON THE DELIVERY OF PUBLIC SERVICES, TO AN IMPACT ANALYSIS TO AVOID ADDITIONAL FINANCIAL BURDENS ON THE EXISTING COMMUNITY AND TO ASSURE THE CONTINUED AVAILABILITY OF THE APPROPRIATE LEVELS OF PUBLIC SERVICES.
- 16. TO PROTECT LIVES AND PROPERTY FROM FLOODING AND ASSOCIATED HAZARDS WHILE AT THE SAME TIME PRESERVING AND ENHANCING THE BIOLOGICAL RESOURCES OF THE STREAM ENVIRONMENT ZONE.
- 17. TO PROTECT STREAM ENVIRONMENT ZONES FROM INCOMPATIBLE ENCROACHMENT BY LOCATING STREETS AND OPEN SPACE AREAS ADJACENT TO THE FLOODPLAIN/RIPARIAN AREA.